

# **Improving the Department of Natural Resources Spring Turkey Permit Sale**

August 2008

## Background

On March 28, 2008, Wisconsin's Automated License Issuance System (ALIS) crashed during the early hours of the first-come, first-served spring turkey permit sale. Initially, the system was unable to handle the spike in transaction volume when the sale opened at 10:00 a.m. DNR contracts with Central Bank to run its automated licensing system. Throughout the day, the contractor made adjustments, enhancements and modifications to improve performance to a level that was acceptable. Although the system was able to rebound and issue more than 19,000 permits the first day, the initial impact on our staff, license agents and customers was absolutely unacceptable.

Since March 28, Central Bank has made infrastructure and system improvements that should improve their ability to handle a spike in transaction volume, which happens when permits first go on sale. Additionally, the contractor indicates Central Bank will use a dedicated server to handle Wisconsin's first-come, first-served permit sales. Finally, it has pledged to also have an alternate server on stand-by should we encounter difficulties.

Since sales volume and demand for the fall turkey and antlerless deer permits are relatively low, we will be utilizing our current system with the vendor enhancements to sell these permits on a first-come, first-served basis at all license sales locations in August and September. These fall permit sales will give us an opportunity to evaluate the performance and reliability of our system.

Finally, by November 2008, the contractor expects to move the Wisconsin system to a new large server that will be dedicated to hunting and fishing projects, separated from Central Bank's banking business. The contractor expects this new server to significantly improve their ability to handle a high transaction volume.

Statistics show that the demand for first-come, first-served permits is highest during the first few hours they are offered. Without question, the department expects the contractor to be capable of handling the customer demand for a first-come, first-served sales event. There are, however, risks associated with conducting this type of sale. Major corporations have seen similar failures when a significant spike is generated in transaction volume. The demand for spring turkey permits is by far the most intense compared to the other three permit sales events (see chart below).

Day 1 of 2007 Sales Events # of permits sold				
HOUR	Spring Turkey (10 am start)	Bonus Deer (Noon start)	Park Access Deer (Noon start)	Fall Turkey (10 am start)
1	10,999	3564	527	1091
2	3308	377	23	268
3	1557	235	14	204
4	1197	198	11	143
5	1066	129	11	148

DNR is committed to improving the process of issuing high demand permits and avoiding system performance issues during future sales. It is obvious that the method used in the past is no longer an option and adjustments are imperative to having a successful sale within the existing turkey harvest framework.

A cross-division team was formed to evaluate alternative strategies to reduce or eliminate the risk of problems when issuing high demand permits in the future. Team members represented the Bureaus of Wildlife, Law Enforcement, Customer Service and Licensing, Technology Services, regional management, the Office of Communications and Legal Counsel. The team's goal was to ensure any proposed alternative strategies met the following standards:

1. Adheres to wildlife management goals for managing turkey population and distribution
2. Provides an equal and fair opportunity to all customers who want a turkey permit
3. Provides hunters the ability to obtain multiple permits
4. Retains the quality of the hunt
5. Maintains service delivery consistent with DNR's customer service standards
6. Reduces significantly or eliminates risk of system failures
7. Supports the needs and capabilities of license vendors

The team was charged with recommending alternatives that would maintain the season framework, continue the first-come, first-served system which hunters value, provide the greatest assurance of quality customer service, and evaluate potential backup systems that could be implemented quickly if future sales should ever encounter problems.

By making adjustments in the sales process, DNR can continue to use our ALIS system to deliver first-come, first-served permits. One, or a combination of the options included in this document, should improve the performance of our system and ensure that customers get the level of service they deserve. The contractor will have a back-up server available if problems occur. Additionally, the department will develop a back-up plan that can be easily executed, that does not depend on the automated licensing system to be available. Outlined options could be implemented for the 2009 spring turkey sale.

Regardless of the alternative(s) chosen, it is imperative that we work closely with our stakeholders to maximize public input. The team recommends that the results of the fall permit sales be evaluated prior to making any decision on how permits will be issued in the future.

### Involving stakeholders

Wisconsin's modern-day wild turkey program began in 1976 when the first shipment of wild turkeys from Missouri was released in Vernon County. In just over three decades that release has grown into one of the most successful wild turkey programs in the nation, with Wisconsin leading the nation in turkey harvest in recent years. Wisconsin's wild turkey program started as, and continues to be, a partnership with numerous stakeholders including the National Wild Turkey Federation, Conservation Congress, local conservation clubs, turkey hunters, landowners, ALIS agents, and registration stations.

Turkey hunting regulations and harvest decisions are based on both biological information and the desires of turkey hunters. Since the first turkey hunting season in 1983, DNR has

consistently sought the input and opinions of turkey hunters and conservation organizations on harvest framework decisions. About 10,000 turkey hunters have been randomly surveyed annually since 1984 to gauge their hunting experience and satisfaction with the turkey program. In addition, in 1993 and 2003 each of the turkey hunter surveys included questions on proposed turkey harvest regulation changes. Turkey hunters have consistently told us that they are very happy with the turkey program and their turkey hunting experience and that they prefer to maintain the zone and time period concept currently used during the spring turkey hunting season.

While the general turkey harvest framework (zones and time periods) has been consistent since 1983, many turkey hunting rules have changed over time. Those rule changes, whether emanating from within or outside DNR, have all been part of the Conservation Congress Spring Hearing process. We highly recommend that changes to the permit issuance process that could impact the turkey harvest framework (time periods, zones, availability of tags, etc.) or that may require administrative rule changes, should be part of the normal spring hearing process.

Further, we recommend that DNR should seek input from our constituents and ALIS agents on permit issuance alternatives., just as the turkey program has for the last 30 years. Specifically, this fall we should seek input on this report from the following groups:

- DNR turkey committee
- Conservation Congress turkey committee
- ALIS agents
- Turkey hunters

### Establishing Turkey Permit Levels

Controlling hunter density is important to maintain a high quality, safe hunt. This is achieved by issuing a limited number of permits through a drawing (1 bird per permit). Permit levels are set based on administrative code guidance in NR 10.25(5) (see Attachment 2). There are two goals in setting permit levels and separating hunters throughout six hunting periods. First, it is to reduce conflicts among hunters and between landowners and hunting guests, providing a higher quality hunt and allowing more guests onto private lands. The other is to prevent over-harvest of hens in the fall (goal of no more than 5%) to avoid reducing overall population and to limit harvest of jakes and gobblers in the spring to provide a reservoir of gobblers should there be poor reproduction in a year or two.

The DNR Turkey Committee recommends permit levels annually for each hunting zone; which are then approved by the Wildlife Policy Team. The DNR Turkey Committee consists of representatives from Wildlife Management, Law Enforcement, Endangered Resources, Forestry, Ft. McCoy, Conservation Congress, U.S. Forest Service, Great Lakes Indian Fish & Wildlife Commission, UW-Madison and the National Wild Turkey Federation. Consideration is given to the following when permit levels are set: previous hunter success rates and harvest numbers, turkey population and distribution within a zone, square miles of turkey range (i.e. miles of timber), recruitment, winter severity, and hunter interference rates.

The entire state is divided into Turkey Management Zones. Starting with the 2008 fall turkey hunting season, the number of turkey hunting zones will be reduced to seven large zones instead of the 46 zone structure. The total turkey hunting area remains the same. Each of the new zones combine a number of the smaller zones to give hunters more flexibility to move about in search of wild turkeys.

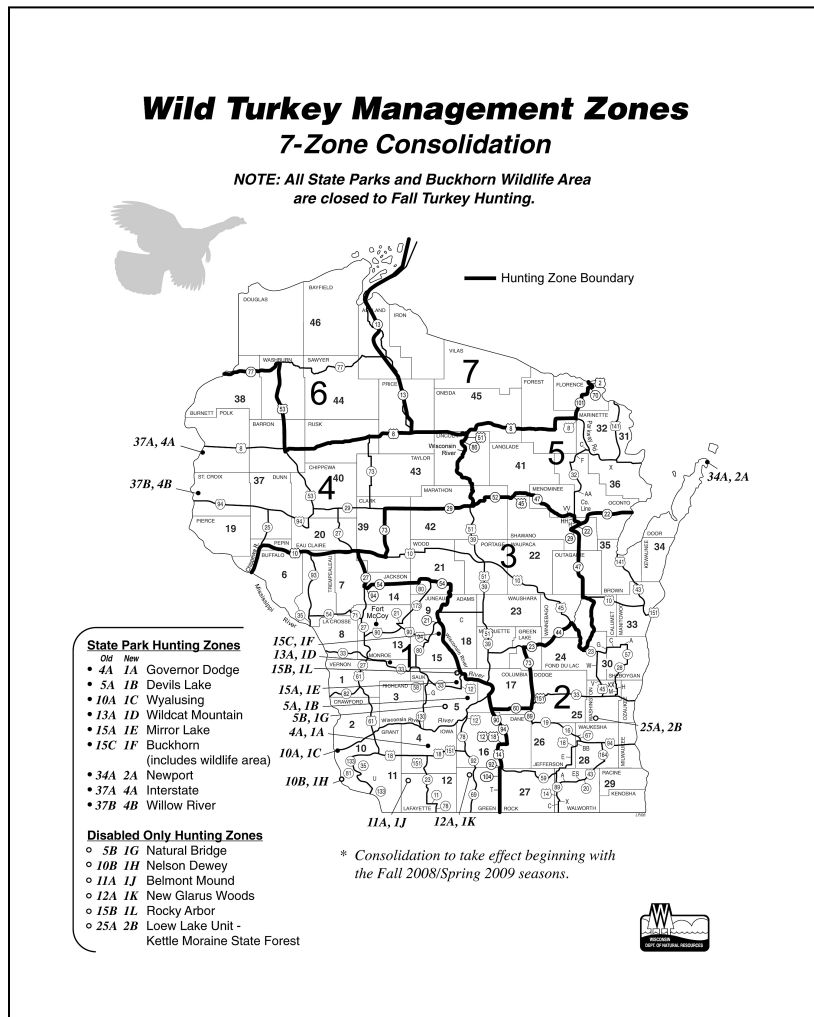
The total number of permits available in each Turkey Management Zone for the spring season is divided evenly into the six time periods. The time periods are established in administrative rule.

The spring turkey season begins on the Wednesday nearest April 13 and continues Wednesday through Sunday for six consecutive five day time periods. In 2009, the spring hunting time periods will be: A–April 15-19, B–April 22-26, C–April 29-May 3, D–May 6-10, E–May 13-17, F–May 20-24.

The dates of the youth turkey hunt are also determined by rule. The youth hunt for 2009 will be on April 11-12 (Saturday and Sunday prior to the opening of the spring turkey season).

The preliminary spring turkey permit levels for 2009 are provided below:

Zone 1 - 74,400  
 Zone 2 - 31,200  
 Zone 3 - 62,400  
 Zone 4 - 34,920  
 Zone 5 - 12,000  
 Zone 6 - 2,100  
 Zone 7 - 3,720  
**TOTAL - 220,740**



## Permits Issued Through the Drawing

If a customer wants to hunt turkey in the spring, they can submit an application to be included in the spring turkey permit drawing. Customers must pay a \$3.00 application processing fee at any license sales location or via the Internet, and then complete the application process by submitting their choices by mail or online. (Note: the \$3.00 application fee is included in the Conservation

Patron license.) Applications for the spring turkey season are accepted through December 10 for the following spring hunting season. The December 10 deadline was established to address the needs of hunters planning vacations and requesting time off to participate in the hunt.

Customers have the option of choosing up to four zones and six time periods. Applicants improve their chances of receiving a permit by including more than one zone and/or time period on their application. It typically takes about one month from the application deadline to key the paper applications and prepare the data for the drawing.

The spring turkey drawing is conducted in accordance with Chapter 29 (Attachment 1) with the selection of the permits based on the following preference categories:

- Qualified Resident Landowners (up to 30% of permits by Zone)
- Residents with accumulated preference point(s)
- All other resident applicants
- Qualified Nonresident Landowners
- All other nonresidents

The spring turkey drawing is performed using a cumulative preference system. Each time an individual applies for a spring turkey permit, but fails to be selected for one, they accumulate a preference point. Those with the highest preference levels are considered first. Each time an individual is selected for a permit, or fails to apply at least once in a three-year period, they lose all previously accumulated points.

Each year, qualified resident landowners are considered before anyone else. Landowners are guaranteed up to 30% of the total permits available in each zone. While qualified landowners do receive the highest preference, there is no guarantee they will receive a permit. If a landowner limits his choices to a single time period, or if the number of landowner applicants is simply too high in a particular zone, a landowner could lose in the drawing.

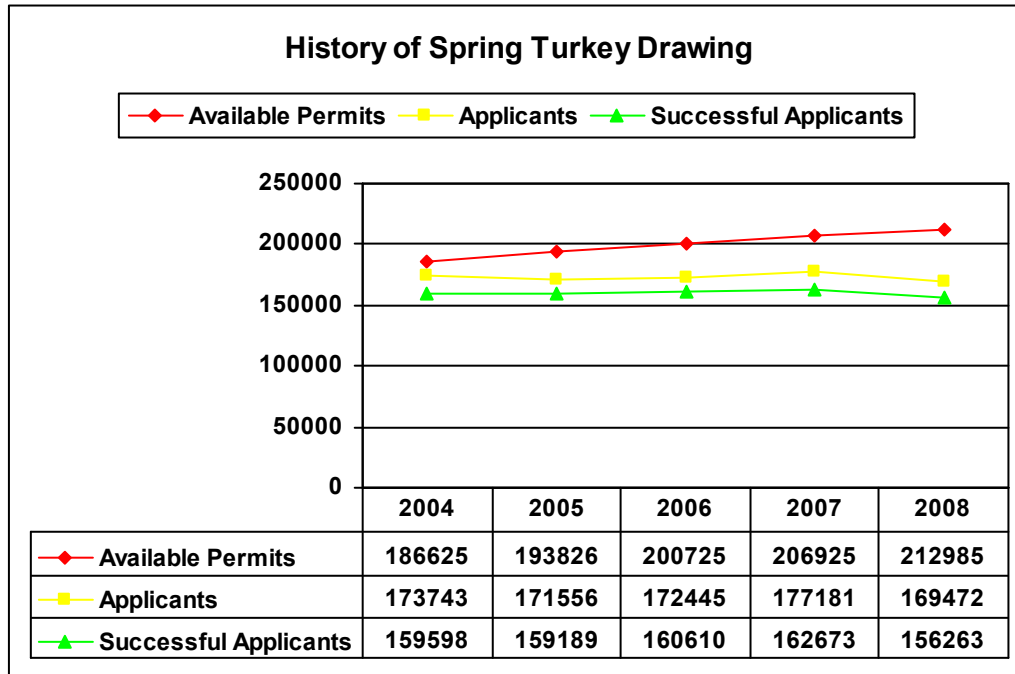
After landowners, all remaining residents are considered in descending preference levels. At each preference level, applicants are considered randomly for each zone and time period combination indicated on the application.

Once all residents have been considered, non-resident landowners are drawn, followed by all other non-residents at descending preference levels. The selection process for non-residents is the same as that for residents.

The overwhelming popularity of the earlier seasons leads to more applicants than the number of permits available. Consequently, a hunter who limits his or her application choices to the earlier seasons may not be selected in the drawing. The lesser popularity of the later seasons can often lead to fewer applicants than the number of permits available. Permits that remain after the drawing are made available for purchase. Of the 169,472 applicants for 2008 spring turkey, 156,263 hunters (92%) were awarded a permit. (There were 90,265 applicants who got their first choice zone and time period, and 30,373 applicants received their first choice zone that was not their first choice time period.)

Applicants who are successful in obtaining a permit through the drawing are notified by mail that they can purchase their turkey license and stamp (or Conservation Patron license) anytime after

the start of the new license year. Permits are not returned to the “pool” should customers decide to forgo purchasing their spring turkey license and stamp. In 2008, a total of 25,543 customers (16%) who were awarded spring turkey permits through the drawing did not purchase their licenses, and therefore those permits were “unused.” Similarly, 25,622 permits (16%) went unused in 2007.



In 2008, the spring turkey drawing cost the Department \$54,072.57. These costs include printing paper applications, data entry costs, printing and postage to mail notifications to successful applicants. This cost does not reflect staff time required to conduct the drawing.

Spring Turkey Drawing Costs	
Paper Applications	\$7,619.26
Data Entry Costs	\$15,797.68
Postage & Printing	\$30,655.63
Total	\$54,072.57

### Issuing permits that remain after the drawing

Prior to 2006, DNR conducted a second drawing immediately following the initial drawing to distribute any leftover permits. The second drawing permits were issued only to applicants who did not limit their zone and time period choices to one of the early seasons. Leftover permits issued during the second drawing were free of charge. This system created a lot of customer confusion on how best to apply, and as a result, a lot of motivated hunters lost out. Hunters advocated for the current system of selling any tags that remained after the initial drawing to

increase participation and revenue. The following question was included in the 2004 Wisconsin Conservation Congress Spring Hearing questionnaire:

Question 52 - Distribution of Second Turkey Tags

*Currently, spring turkey tags remaining after the first drawing are given out as "second tags" at no charge to hunters that successfully applied before the December 10th deadline and received a first tag. In spring 2003, there were more than 24,000 tags statewide that had to be issued as second tags. It was felt by the turkey study committee that these unused tags should be made available to hunters that were either unsuccessful applicants or that failed for one reason or another to apply on time. Leftover tags could be sold on a first-come, first-served basis and would therefore generate additional income through license and turkey stamp sales.*

*Would you support a system that would distribute the first spring turkey permits as done currently, with all remaining permits to be sold on a first-come, first-served basis? YES 2,732 NO 856*

The authority to sell remaining permits after the first drawing was included in the Governor's 2005-07 budget. Starting in 2006, DNR began selling these remaining permits as authorized by Chapter 29 and NR 10.25 (Attachment 2) on a first-come, first-served basis at a rate of one permit per day per person.

Leftover permits are sold until all permits within each time period of each zone are sold out. In 2008, there were more than 56,000 permits available at the start of the sale on March 28. At the end of the 2008 spring turkey hunting season, there were 3,218 tags that went unsold (7%).

All permits that are not issued through the drawing process are made available for sale. This includes zones and time periods with as few as 28 (Zone 10, Period C in 2008) and as many as 3,823 (Zone 22, Period F in 2008.) The turkey zone consolidation will increase the number of available permits by zone and time period.

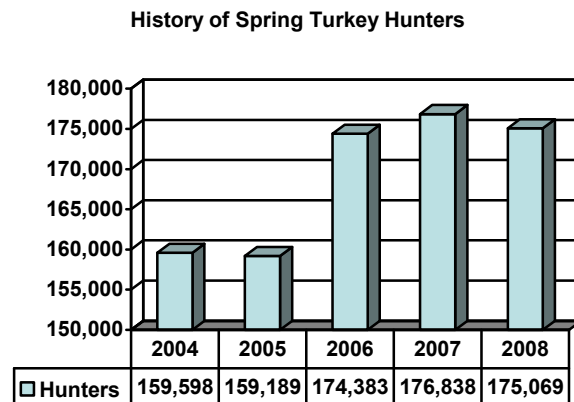
Of the total number of permits set for the 2008 Spring Turkey Hunt, 56,016 (26%) were available for after drawing purchase. Of those, 7,868 were for Time Period D (4% of the total time period allocation); 20,408 were for Time Period E (58% of the time period allocation); and 27,740 for Time Period F (78% of the time period allocation.)

Data has shown that a large number of hunters who never submitted an application for the drawing are purchasing leftover permits. In 2008, this included 16,040 hunters, generating revenue of \$431,665. As a testament to the demand for access to these additional permits, we have also seen a steady increase in the number and proportion of hunters who are purchasing the leftover permits. In 2006, 39,916 permits were sold as leftovers out of a total of 200,725 permits (or 19.9%) available that year. In 2007, this percentage increased to 20.4% (42,247 leftover permits sold of 206,925 total permits), and in 2008 stood at 24.6% (52,387 leftover permits sold of 212,985 total permits). In each of these years, the vast majority of available leftover permits were sold (over 90% in each of years 2006, 2007, and 2008). This would suggest that the demand for leftover permits is strong, and the added revenue and increased participation certainly support this.



History of Leftover Permit Sales						
	2006		2007		2008	
Permits sold to:	# permits	New revenue	# permits	New revenue	# permits	New revenue
Successful applicants	26,143	\$264,120.00	28,082	\$284,135.00	33,581	\$339,330.00
Unsuccessful applicants	1,702	\$56,635.50	2,739	\$92,632.25	2,766	\$68,781.25
People who never applied	12,071	\$421,448.75	11,426	\$351,192.00	16,040	\$431,665.00
	39,916	\$742,203.25	42,247	\$727,959.25	52,387	\$839,776.25

The number of successful applicants through the drawing has remained steady for the past five years, while the number of hunters has increased since the department began selling the after drawing permits in 2006. In addition to the increased popularity and demand of leftover turkey permits, selling permits that were not initially applied for via the drawing ultimately puts them into the hands of people who are going to use them. Hunters who missed the deadline for the initial drawing, youth hunters just starting out in the sport who can participate in the two-day youth hunt, and hunters who really do want a second permit all now have the opportunity to purchase a leftover permit. This is an opportunity that previously did not exist, and one that benefits a greater number of turkey hunters.



## Current Timelines

### Spring Turkey

1. Beginning of January – Order paper applications.
2. March 10 – Start of new license year sales (hunters can start applying for spring turkey permits)
3. December 10 -- Spring turkey application deadline (deadline for hunters to apply for spring turkey permit through the drawing process).
4. Mid-December – DNR finalizes spring turkey permit levels
5. Mid-December through early January – Application data keyed and prepared
6. Mid-January -- Spring Turkey Drawing is conducted
7. Late January – Notifications mailed to successful applicants
8. Early-February – Communication to customers about leftover permit availability
9. Late March (March 28) -- Leftover permits go on sale first-come, first-served
10. Youth Spring Turkey Hunt -- Any person between the ages of 12-15 who has purchased a spring turkey license, stamp, and permit may hunt April 11 and 12.

11. The spring turkey season has 6 consecutive 5-day time periods(Wednesday through Sunday) starting on the Wednesday nearest April 13<sup>th</sup>. The 2009 season is as follows:
- A. April 15-19    B. April 22-26    C. April 29-May 3
  - D. May 6-10      E. May 13-17    F. May 20-24

## Fall Turkey

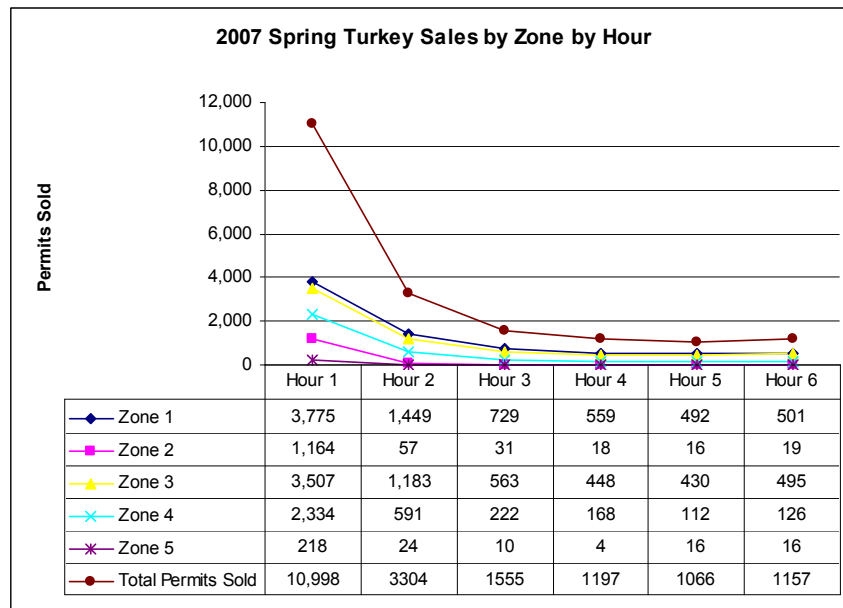
1. Beginning of January – Order paper applications.
2. March 10 – Start of new license year sales (hunters can start applying for fall turkey permits)
3. Mid-June – DNR finalizes Fall Turkey permit levels
4. August 1 -- Fall Turkey Application deadline (deadline for hunters to apply for fall turkey permit through the drawing process).
5. Early-August – Application data keyed and prepared
6. Mid-August -- Spring Turkey Drawing is conducted
7. Late-August – Notifications mailed to successful applicants
8. Late-August – Communication to customers about after drawing permit availability
9. Early-September (September 6) -- After drawing permits go on sale first-come first-served
10. The fall season begins on the Saturday nearest September 15<sup>th</sup> and continues through the Thursday immediately preceding Thanksgiving. The 2008 season is as follows:  
September 13 – November 20

Alternatives
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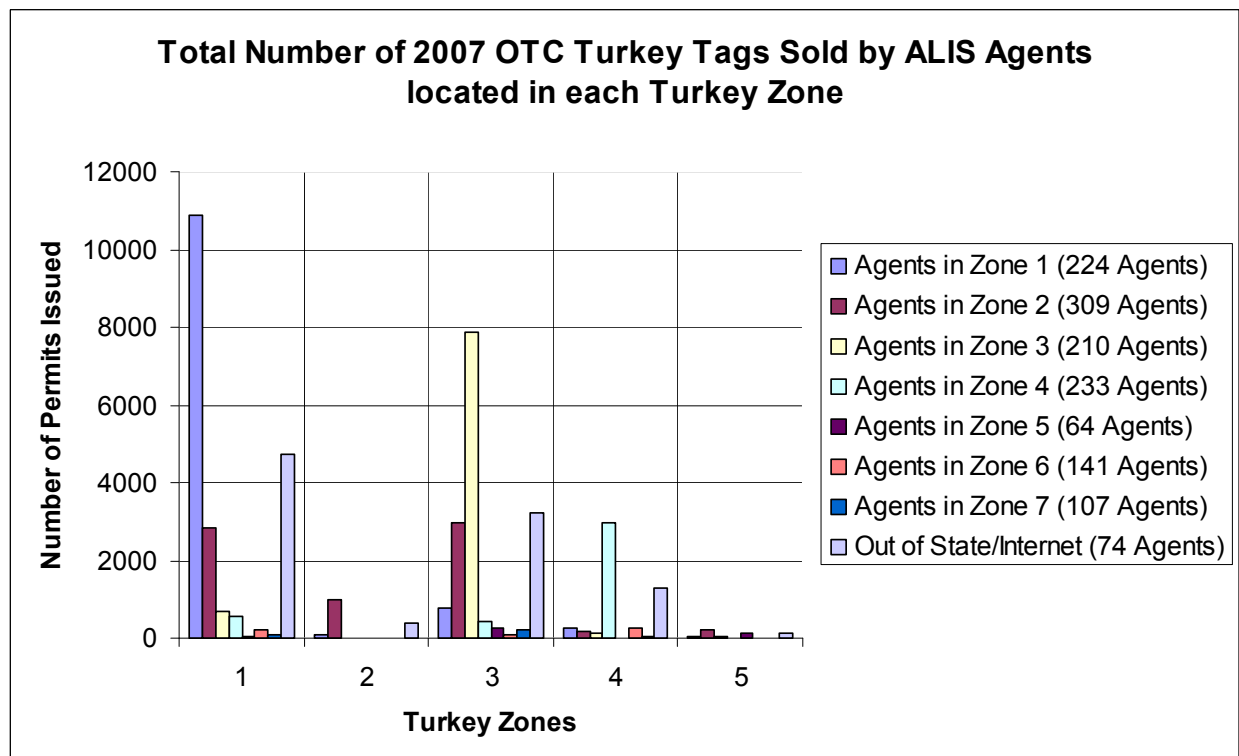
The team recommends three alternatives that could be made to the structure of first-come, first-served sales. One or a combination of the following options should have a positive impact on the performance of our system and ensure that customers get the level of service they deserve. These options could be implemented for the 2009 spring turkey sale, would not require any administrative code changes, can be implemented with no or very little increased cost, and in a relatively short period of time.

### **1. Sell permits by zone with different starting dates and/or times**

This alternative would restrict the sale of permits to one specific zone at a time at the start of sales. Permits for one zone would be made available at license agent locations, via the Internet and by phone at a designated starting date and time. The chart below shows the potential for a reduced demand on the system compared to selling all zones at one time. All remaining permits would be made available by zone on a designated date and time. The data gathered for each zone was compiled from all of the individual turkey management zones that are now part of the larger consolidated zones. Zones 6 and 7 are not included because permits were not available in 2007.



Sales in the past have shown that the majority of permits for a specific zone are issued by license agents that are located in that zone. The only exception to this observation is permits for Zone 2. The majority of the permits sold for Zone 2 were sold by agents located within Zones 1, 2 and 3, which represents 743 agents. If our customers continue their same purchasing habits, limiting the sale of permits to a specific zone could significantly decrease the number of sales locations simultaneously requesting permits, by as much as half.



**Proposed Timeline:** This alternative would have no impact on our current timeline. The sale could be structured with all Zone 1 permits available on Monday, and then Zone 2 permits on Tuesday, etc. Alternatively, sales could be staggered to unique start times; with Zone 1 sales starting at 10:00, Zone 2 at 1:00, etc.

**Fiscal Impact:**

**Implementation Costs:** There would be no costs to modify ALIS to reserve permits.

**Affect on Revenue:** We do not believe this alternative would have any impact on revenue.

**Required Statutory or Rule Changes:** None

**Evaluation:**

*Pros:*

- Spreads the sales demand over a period of time at fewer locations, thus reducing risk
- The most popular suggestion received from the public (informally)
- Still gives equal opportunity to hunters
- License agents would have fewer customers standing in line, which would result in less interference in conducting other business within their establishment

*Cons:*

- Potentially confusing to hunters
- License agents have to deal with potentially a line of people for multiple start times
- Potentially limiting options for hunters whose “second choice” zone for a leftover permit goes on sale prior to his/her “first choice” zone. If he/she ends up not getting the “first choice” zone they will have a further diminished chance of obtaining the “second choice” zone simply because it has already gone on sale and options will be further restricted.

**2. Start selling all permits through point of sale and phone sales – no Internet**

This alternative would limit the sale of permits to an over the counter first-come, first-served sale at license agent locations and telephone sales. There would be no Internet sales available for a designated period of time. DNR could open sales over the counter starting at 12:00 Noon, then make the Internet available after the initial demand has decreased. This alternative was recommended by the ALIS contractor as one way of stabilizing the demand on the system. This would ensure that the number of transactions being requested could not exceed the number of license agents selling permits. With customers requesting approvals via the Internet, the transaction requests increase significantly. If the Internet were not available at the peak times of the sale, the volume could be reduced by up to 34% as indicated below. This is consistent with how the State of Colorado has been successful in conducting their high volume big game sales.

Hour	ALIS Agents	Internet	Telephone
1	8,534	2,380	84
2	2,202	971	131
3	1,299	96	160
4	787	269	141
5	821	179	66
6	942	154	50
6 hour total	14,585	4,049	632

**Proposed Timeline:** There would be no impact on the current timeline. Sales would begin at a specified date and time for each method of issuance.

**Fiscal Impact:**

**Implementation Costs:** There would be no costs to modify ALIS or the Internet.

**Affect on Revenue:** We do not believe this alternative would have any impact on revenue.

**Required Statutory or Rule Changes:** None

**Evaluation:**

*Pros:*

- Stabilizes the volume of transactions at the start of sale (agents only), reducing risk
- No new procedures for license agents

*Cons:*

- Eliminates opportunity to obtain high demand permit via the Internet
- Nonresidents would have lessened opportunities – non-residents are already disgruntled enough that they have a diminished preference going into the drawing, so to cut them off further would risk losing a greater proportion of this group as customers.
- Violates the fairness principle for those individuals who reside out of state (non-residents) as well as residents who are temporarily out of state when the leftover permits go on sale.
- Less convenient for some customers

### **3. Reserving permits by phone – staggered sales by zone**

In this option, customers would use a new toll-free phone number to reserve a permit on a first-come, first-served basis. This option would use the Call Center's Automated Call Distribution (ACD) system to manage calls. DNR staff throughout the state would be utilized to handle incoming calls and reserve permits. If the sales event is conducted on a weekend, the agency can lease other state agency telephone lines far cheaper than purchasing new lines.

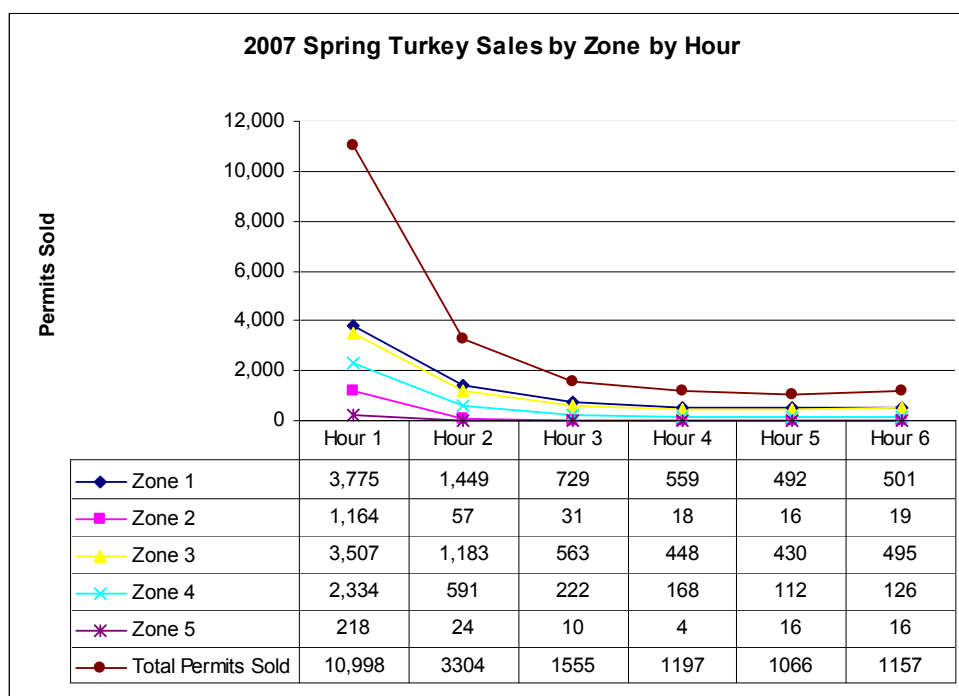
If a permit was available, a reserved permit would be posted in the customer's record. He or she could then purchase the permit at any license sales location.

Each zone would be assigned a designated period of time when permits for that zone were available for reservation. After all individual zones were offered, any remaining permits would be available for purchase at license agent locations and via the Internet on a first-come, first-served basis.

A drawback to the telephone reservation is its limited "sales" capacity when compared to our 1400 sales locations. We estimate that each permit reservation would take approximately 3 minutes. With 100 operators, we could handle 2,000 permits per hour; and 400 people could wait on hold at any one time. Similarly, with 200 operators, we could handle 4,000 permits per hour; and 200 people could wait on hold at any one time.

Permit reservation Capacity	100 Operators	200 Operators
1 hour	2,000	4,000
1.5 hours	3,000	6,000
2 hours	4,000	8,000
3 hours	6,000	12,000
4 hours	8,000	16,000

The only way we could be successful in utilizing a telephone reservation system would be to stagger the sales by zone. The data gathered for each zone was compiled from all of the individual turkey management zones that are now part of the larger consolidated zones.



**Proposed Timeline:** If customers are allowed to reserve permits using a phone-in process, these permits could be made available prior to the start of the new license year (early March for spring turkey sales). This option would not require any other changes to the existing process or timeline.

### **Fiscal Impact:**

**Implementation Costs:** There would be no costs to modify ALIS to reserve permits.

Daily cost to lease 600 phone lines	\$ 1,066
Daily staffing costs	\$19,200
(\$16.00/hr x 1.5 (OT) = \$24.00/hour x 8 hours = \$192 x 100 staff)	
Total per day cost for Telephone Reservation System	\$20,266

**Affect on Revenue:** Because of the stability of the number of turkey hunters, we do not expect a significant increase or decrease in revenue.

**Required Statutory or Rule Changes:** None

### **Evaluation:**

#### *Pros:*

- Customers can request permits from home, cell phones
- Ensures equal opportunity
- Less high-volume impact on license agents while still retaining sales
- Less risk

#### *Cons:*

- Fewer permits can be issued per hour
- Customer frustration with busy signals
- Permits could be reserved and not purchased by customers, reducing opportunity for others to obtain high demand permits

<h3><b>Recommendations</b></h3>
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- DNR should sell spring 2009 turkey permits by zone with different starting dates and/or times (staggered sales).
- DNR should solicit input and comments from key constituencies about preferred structures for staggering sales.
- Use the fall permit sales to evaluate the performance and reliability of the upgrades and changes that have been made by the contractor to our system. A combination of additional alternatives should be implemented if hunter input and the fall permit sales indicate the need.
- DNR should implement the ‘reserve permits by phone’ alternative as a backup plan in event of a system failure.
- Stakeholder input should be considered prior to the implementation of any changes to permit issuance that affect seasons, time periods, application deadlines, availability of extra tags, methods of distributing extra tags, etc.
- DNR should consider modifying the current administrative rule to expand the department’s authority to issue permits; not limited only to a first-come, first-served sale. Any change in the season structure should follow the Spring Rules Hearing and rule making process.



## Attachment 1 Existing Statute

### Chapter 29.164 Wild turkey hunting approvals.

#### (1) DEFINITIONS.

As used in this section:

- (a) "Family member" means a person who is related to another person as a parent, child, spouse or sibling.
- (b) "Landowner" means the owner of record of a parcel of land or the purchaser of land under a land contract who has the right to occupy and the right to use the land.
- (c) "Operator" means a resident who is residing on a parcel of land under a rental agreement, lease, agreement or contract and who is engaged in farm activities or other operations on the land.
- (d) "Resident applicant" includes a qualified resident landowner who applies for a wild turkey hunting license.

#### (2) AUTHORIZATION; RESTRICTIONS. (a) *Department authority.*

The Department may regulate and limit the hunting of wild turkeys by issuing licenses under this section.

(b) *Type of hunting authorized.* A license issued under this section authorizes hunting with a firearm or bow and arrow or with a crossbow if the holder of the license is a resident and has a Class A, Class B or Class C permit issued under s. 29.193 (2) that authorizes hunting with a crossbow or has a crossbow permit issued under s. 29.171 (4) (a), or is a resident senior citizen.

(c) *Requirements.* 1. No person may hunt wild turkey unless he or she has a valid wild turkey hunting license and a valid wild turkey hunting stamp attached to or imprinted on the person's wild turkey hunting license in the manner required by the rule promulgated under s. 29.024 (5) (a) 3.

2. If the Department establishes a wild turkey hunting zone where or a season time period during which wild turkey hunting is permitted, no person may hunt wild turkeys in that wild turkey hunting zone or during that season time period unless the person has a wild turkey hunting license and a valid wild turkey hunting stamp as required under subd. 1. and unless the person has a wild turkey hunting tag that is valid for that zone and that time period.

(d) *Exception.* Any person holding a senior citizen recreation card or a conservation patron license is exempt from the requirements under par. (c) if the person has received a notice of approval under sub. (3) (e) and the person is exempt from paying the fee for the wild turkey hunting license.

(3) *WILD TURKEY HUNTING LICENSES. (a) Cumulative preference system.* 1. If the Department requires wild turkey hunting licenses under sub. (2) (a) and the number of applications for wild turkey hunting tags for a given wild turkey hunting zone or a given wild turkey hunting season time period exceeds the number of available wild turkey hunting tags allocated by the Department for that zone or that season time period, the Department shall issue wild turkey hunting licenses and tags for that zone or that season time period according to the cumulative preference system under this subsection.

2. If the Department requires wild turkey hunting licenses under sub. (2) (a) and the number of applications for wild turkey hunting tags for a given wild turkey hunting zone or a given wild turkey hunting season time period does not exceed the number of available wild turkey hunting tags allocated by the Department for that zone or that season time period, the Department shall issue a wild turkey hunting license and tag to each applicant.

(b) *Qualified resident landowners.* 1. The Department shall create a first preference category in the issuance of wild turkey

hunting licenses to applicants who are qualified resident landowners.

The number of licenses issued under this paragraph for a season for an established wild turkey hunting zone may not exceed 30% of all licenses issued for that season for that zone.

2. For purposes of subd. 1., a qualified resident landowner is a resident who owns at least 50 acres in one parcel in an established wild turkey hunting zone. If more than one individual is the landowner of a single parcel of land, only one individual may be considered a qualified resident landowner.

3. A qualified resident landowner may assign his or her eligibility to apply for a wild turkey hunting license under this paragraph as a qualified resident landowner to a family member, to an operator, to a family member of the operator, or to a minor.

A qualified resident landowner may not receive any consideration for the assignment of his or her eligibility under this subdivision. The Department may specify the procedures and forms which are required to be followed and completed to effect this assignment. After this assignment, the assignee may apply for a wild turkey hunting license under this paragraph as a qualified resident landowner and the qualified resident landowner who assigned his or her eligibility may not so apply.

(c) *Second preference.* The Department shall create a 2nd preference category in issuing wild turkey hunting licenses to resident applicants who in a previous season applied for but were not issued wild turkey hunting licenses:

1. For the previous season if the Department establishes one open season per year; or

2. For the previous corresponding season if the Department establishes more than one open season per year.

(cg) *Third preference.* The Department shall create a 3rd preference category in issuing wild turkey hunting licenses to all other resident applicants.

(ci) *Fourth preference.* The Department shall create a 4th preference category in issuing wild turkey hunting licenses to applicants who are qualified nonresident landowners. For purposes of this paragraph, a qualified nonresident landowner is a person who is not a resident and who owns at least 50 acres in one parcel in an established wild turkey hunting zone and who agrees to allow other persons to hunt wild turkeys on that land if those persons first obtain permission to hunt from the landowner. If more than one individual is the landowner of a single parcel of land, only one individual may be considered a qualified nonresident landowner.

(cm) *Fifth preference.* The Department shall create a 5th preference category in issuing wild turkey hunting licenses to all other nonresident applicants.

(cr) *Cumulative preference.* 1. In issuing licenses under the 2nd preference category under this subsection, the Department shall give, within that preference category, a preference point to each applicant for each previous corresponding season for which the person applied but was not issued a wild turkey hunting license. The Department shall create subcategories for each point total and place each applicant in the applicable subcategory. The Department shall rank the subcategories according to the number

of preference points received, giving higher priority to those subcategories with more points than those with fewer points.

Applicants who fail to apply at least once during any 3 consecutive years shall lose all previously accumulated preference points.

2. If the number of applicants within a preference category or a subcategory under this subsection exceeds the number of wild turkey hunting licenses available in the category or subcategory, the Department shall select at random within the category or subcategory the applicants to be issued the licenses.

(d) *License limitation.* No person may apply for or receive more than one wild turkey hunting license during one season.

(e) *Notification; issuance; payment.* The Department shall

issue a notice of approval to those qualified applicants selected to receive a wild turkey hunting license and tag under par. (a). A person who receives a notice of approval and who pays the license fee in the manner required by the Department shall be issued a wild turkey hunting license, subject to ss. 29.024 and 54.25 (2) (c) 1.d., and a tag. The Department may not charge a fee for a tag that is issued under this paragraph.

Attachment 2  
Existing Administrative Rule

**NR 10.25 Wild turkey hunting. (1) LICENSES, STAMPS AND CARCASS TAGS.**

(f) *Carcass tag issuance.* 1. ‘Oversubscribed zones and time periods.’ Each successful applicant for a turkey hunting license shall be issued a carcass tag by the Department.

2. ‘Undersubscribed zones and time periods.’ If the number of applications for licenses for a wild turkey hunting zone is less than the available quota of licenses, the Department may make available to any person the remaining carcass tags for the zone and time period for purchase on a first-come, first-served basis at a rate of one carcass tag per day per person.

**NR 10.25 Wild turkey hunting. (5) HARVEST QUOTA.** The number of wild turkey hunting licenses or carcass tags issued annually for the spring and fall seasons shall be determined by the Department. The Department shall base its determination for each wild turkey hunting zone upon;

- (a) The abundance and distribution of wild turkeys;
- (b) Trends in hunter success rates;
- (c) Hunter distribution and density; and
- (d) Zone size and forested acreage.